

Information pack

National Youth Action Plan Development
Process in Montenegro

Table of Contents

Table of Contents	2
Introduction	3
Overview of National Youth action Plan Development	4
Process of National Youth Action Plan Development	5
Preamble	5
The Process Steps	5
Steering Committee	13
Terms of Reference – National Coordinator.....	13
Terms of Reference – PRONI Advisor.....	13
Terms of Reference – Steering Committee.....	14
Selection Criteria - Steering Committee members	15
Finance and Fundraising Group	17
Terms of Reference – Finance and Fundraising Group.....	17
Selection Criteria – Finance and Fundraising Group members	18
Stakeholder Group	19
Terms of Reference – Stakeholder Group	19
Selection Criteria – Stakeholder Group members	19
Working Groups	21
Terms of Reference – Working Group Coordinator	21
Terms of Reference – Working Group	21
Selection Criteria – Working Group	22
Objective Development Seminar	24
Introduction.....	24
Analysis Phase	25
Problem analysis	25
Objectives analysis.....	27
Analysis of strategy.....	29
The next steps	31

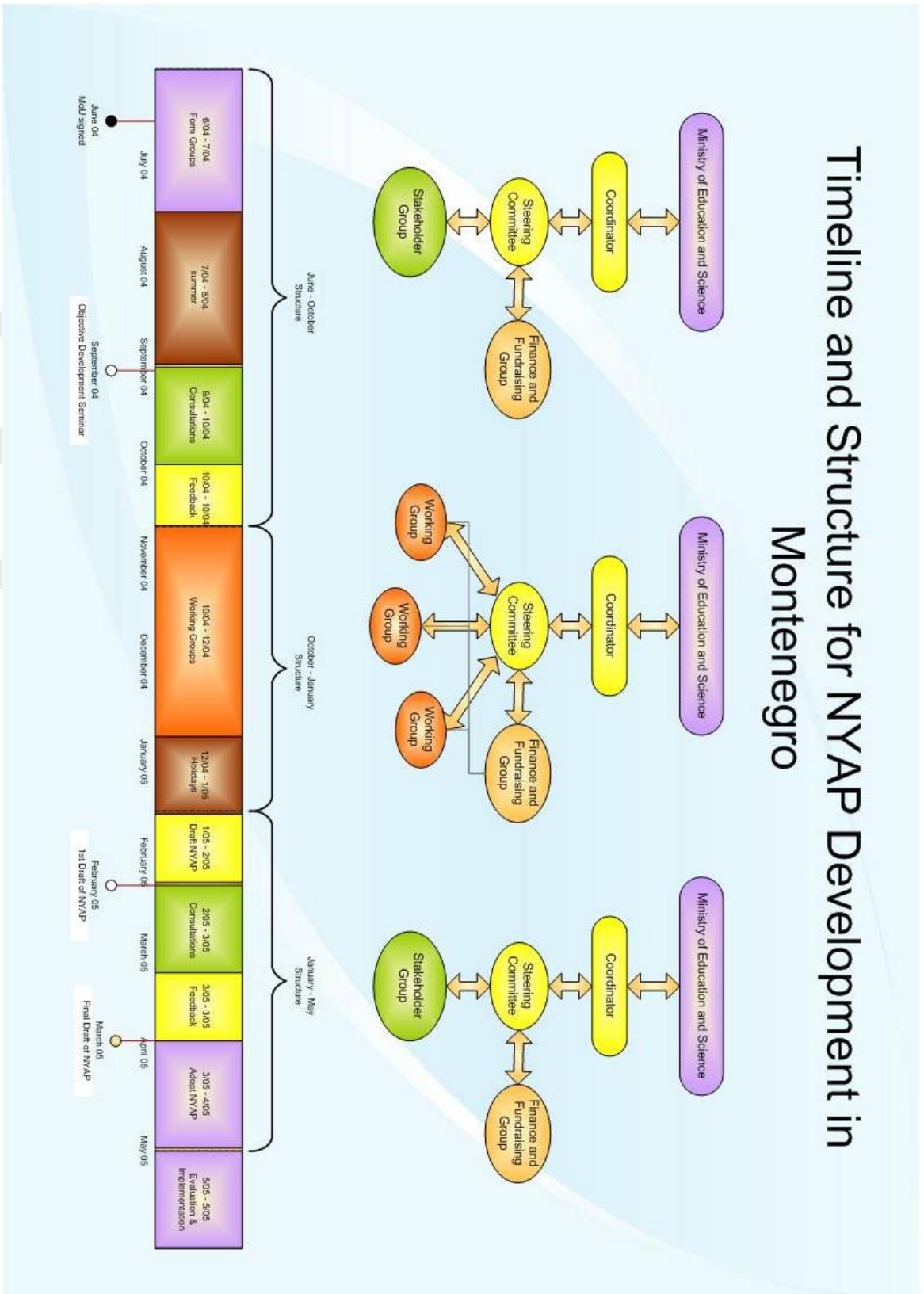
Introduction

This pack is intended as an introduction to the National Youth Action Plan development process PRONI is supporting the government of Montenegro to carry out. It begins with the general overview documents and a description of the entire process. After this come a series of documents detailing certain aspects of the process, specifically a more detailed description of the different groups involved in the process describing who should be in them, what their tasks and responsibilities and their relationship with other groups in the process. After this is a description of the Objective Development Seminar which forms a core part of the process and finally a detailing of the agreements between the government of Montenegro and PRONI, including the financial agreements and commitments made.

This version of the document is not a final description of the process. These documents will provide the basis of the discussions upon which the final formula is built.

Overview of National Youth action Plan Development

Timeline and Structure for NYAP Development in Montenegro



Process of National Youth Action Plan Development

Preamble

This document sets out an approach to developing National Youth Action Plans within countries in SEE. It is an approach which is based on the concrete democratic values of respect for human rights, equality of opportunity, multiculturalism, access and inclusion, and accountability and transparency. The process is built on an approach to youth policy development which gives young people a voice in decisions affecting their lives and encourages their participation, equity and integration into society. This process recognises young people as a resource for their own development and developing the societies in which they live. Focusing on building consensus amongst diverse actors in the youth sector, this process aims to foster a sense of ownership for the final NYAP. This sense of ownership is vital bringing about acceptance of the final National Youth Action Plan, easing its implementation, and giving the plan legitimacy. Thorough, regular and wide ranging consultations are incorporated into the process to maximise outreach, inclusion and participation of stakeholders in the process. The process is built on clear lines of communication, responsibility, and accountability promoting an open, transparent process. Through including these principles in the very structure of the process it is hoped that the final NYAP will both reflect these principles and encourage their spread.

The Process Steps

- 1. The Government enters partnership with PRONI and appoints a relevant Ministry to take responsibility the National Youth Action Plan development process.**

A Memorandum of Understanding between PRONI and the National Government is signed. Ownership and overall responsibility for the Action Plan development lies with the Government. To ensure that National Youth Action Plan is implemented and sustainable, it is important at this stage that the process of Action Plan development has appropriate political weight and necessary support from other Ministries. Though numerous Ministries will be involved in the process, overall responsibility for National Youth Action Plan development should rest with one Ministry alone. Preferably, this should be a Ministry that already deals with youth issues.

Outputs:

- Memorandum of Understanding signed between National Government and PRONI

- A Ministry appointed responsible for implementing the Process

Time frame: Month 1

2. The responsible Ministry nominates a National Coordinator for the National Youth Action Plan development process implementation.

National Coordinator should be one person with time available to dedicate to coordination of the process, chairing Steering Committee meetings, liaise with the rest of the Government and work on quality assurance of the process implementation (for detailed description, see attached person specification). National Youth Action Plan development should be a coordinated process with clear lines of responsibility and accountability for the process and again in the ownership of the national Government.

Outputs:

- National coordinator appointed

Time frame: Month 1

3. The responsible Ministry raises awareness of the National Youth Action Plan development process and distributes a statement of commitment detailing its intention to carry out the process to all relevant stakeholders.

A Letter of Intent announces the start of the process of National Youth Action Plan development, declares the aims of National Youth Action Plan development, defines ways in which people can get involved and describes the stages of development. It should be sent to all future partners in the process: Governmental and public institutions and implementing offices in all municipalities and as many as youth associations as possible (particularly ones working with marginalized groups). Activities of raising awareness of process of National Youth Action Plan development starting and sending out Letter of Intent can be done through press releases and press conferences to inform potential beneficiaries of the process. Transparency is necessary here to minimise suspicion and mistrust and the statement of commitment and/or the letter of intention is a useful tool to build trust with the NGO community and young people in general.

Outputs:

- Letter of Intent distributed to all relevant stakeholders
- Press conference held on National Youth Action Plan development process
- Press releases sent out to local, national and minority media

Time frame: Month

4. National Coordinator appoints a Steering Committee of up to 10 people to coordinate the National Youth Action Plan development process.

The role of the Steering Committee is to coordinate and manage the process and of National Youth Action Plan development, ensuring the process is both coherent and carried out according to plan. This body acts as the coordinating body of the entire process of National Youth Action Plan development facilitating efficient and effective communication and coordination between process bodies, deciding on the process, but not the content, of the National Youth Action Plan. The members of this committee should be a balanced and diverse selection of stakeholders chosen for their ability to work rather than as representatives of a certain group. This diversity and balance is needed to ensure different perspectives are brought to the process and to gain the necessary sense of ownership of youth sector for the National Youth Action Plan to ensure its implementation and sustainability.

An important duty for the Steering Committee will be to coordinate building political support for the National Youth Action Plan to ensure that when completed it is adopted by the National Assembly. (For a detailed description of the roles and responsibilities of the Steering Committee, and selection criteria see attached draft Terms of Reference)

Outputs:

- Steering committee established

Time frame: Month 1

5. National Coordinator and the Steering Committee appoint a Finance and Fundraising Group.

The Finance and Fundraising Group assesses the costs of individual projects and the overall budget and researches the potential for financial support from both government budgets and international donor and lobbies for this support. The main purpose of the Finance and Fundraising Group is to ensure that the final National Youth Action Plan is realistic and implementable. It does this by coordinating the financial and fundraising element of National Youth Action Plan development process and ensuring realistic budget for overall National Youth Action Plan and specific projects (For a detailed description of the roles and responsibilities of the Finance and Fundraising Group, and selection criteria see attached draft Terms of Reference).

Outputs:

- Finance and Fundraising Group established

Time frame: Month 1

6. The Steering Committee chooses up to 25 representatives from interest groups in youth sector to participate in the Objective Development Seminar. The members appointed for the Objective Development Seminar form the Stakeholder Group.

The Stakeholder Group provides key inputs to the National Youth Action Plan development process; Developing the first objectives of the National Youth Action Plan, allowing for representative decision making, and stimulating dialogue between service providers/beneficiaries, government/civil society and all interested groups. The Stakeholder Group aims to ensure true participation and inclusion in the process, especially that of marginalised groups.

In order for the Stakeholder Group to take legitimate decisions on priorities it must be able to effectively represent the interests of all interest groups in the youth sector. Therefore, broad, balanced and accurate representation of stakeholders is crucial to the quality of the work and the credibility of the stakeholder group. Representation of diverse interest groups is essential for both the quality of the final National Youth Action Plan and the sense of ownership of it in the government and civil society. The quality of the National Youth Action Plan will depend of the exchange of views between people of different backgrounds and experiences, and disagreement is as vital to the process as the final agreement on the objectives. (For a detailed description of the selection criteria and roles and responsibilities of the Stakeholder Group see attached draft Terms of Reference).

Outputs:

- Stakeholder Group formed

Time frame: Month 1

7. An Objective Development Seminar will be held. The purpose of the seminar is to define the objectives of the National Youth Action Plan.

The Objective Development Seminar is an intense 3 day seminar which brings together a broad range of interest groups to develop first a common understanding of the problems facing young people and then from this the objectives that become part of the National Youth Action Plan. The process is based on Logical Framework Approach methodology and is carried out in such a way as to ensure maximum participation and inclusion in the decision making process.

The Objective Development Seminar is the core engine of the process of National Youth Action Plan development that creates the first inputs to the entire process. It does so in a participative, transparent and consensus building manner. Bringing a diverse group of stakeholders together provides a unique opportunity to gain knowledge and insights from people with different experiences, and begin to generate dialogue between all stakeholders to create a common picture of the youth sector in their country. This forum allows

marginalized groups to directly advocate for their needs on a more level footing with more powerful groups.

Outputs:

- Objective Development Seminar held
- First list of prioritised objectives delivered to Steering Committee

Time frame: Month 4

8. A first round of consultations with stakeholders on the prioritised objectives of National Youth Action Plan is held.

Consultation meetings will be held by a pool of trained facilitators with a wider group of stakeholders across the country. To guide these consultations a consultation strategy will be developed based on demographic and other data. This strategy will help ensure that the consultations which take place are as inclusive and representative as possible giving a clear picture of the priorities and problems of youth. This strategy will be developed by the Steering Committee who will also coordinate the process. These consultations allow all relevant and interested stakeholders to have a voice in the process. Cross-ministerial consultations here are very important because relevant Ministries (like Ministry for Education and Sport, Health, Social Affairs, Media and Culture, Labour and Employment, Finance and similar) will be largely responsible for implementation of the final National Youth Action Plan. It is also very important that this round of consultation reaches out to marginalized groups.

Outputs:

- Themed consultation meetings held with all relevant stakeholders

Time frame: Months 4

9. The stakeholder group meets to integrate the results of the consultations into the list of prioritised objectives and report back to the Steering Committee about their final choice of prioritised objectives.

The stakeholder group meet again to asses the feedback from the consultations and uses this to adjust their original objectives and prioritisations. To aid in this they will have the results of the consultation process as well as available research. To ensure continuity and coherence of the process the Stakeholder Group finalizes the first list of objectives. This forms the basis of the work of the Working Groups.

Outputs:

- Themed, prioritised list of objectives incorporating feedback delivered to Steering Committee to enable formation of Working Groups

Time frame: Month 5

10. The Steering Committee will create a number of Working Groups dealing with one objective or a number of objectives on one theme.

Working Groups will be created on the basis of the prioritised list of objectives to develop a section of the final National Youth Action Plan. These groups will work for 3 months on one specific section of the prioritised list of objectives to develop specific activities which address the agreed objectives and budgets for the activities proposed. To ensure continuity of the process, members of the stakeholders group will be asked to participate in the Working Groups. Each working group will have a chairman who is responsible for coordinating the work of the group and reporting back to the Steering Committee. (For a detailed description of the selection criteria and roles and responsibilities of the Working groups and Working Group coordinators see attached draft Terms of Reference).

It is also very important that certain level of expertise in every working group is ensured. It is not enough to just have people with good will; specialist knowledge is crucial at this stage. Though it is important to uphold the continuity in the process, the creation of the working group is also an opportunity to invite more stakeholders and experts in different fields to take part in the process. The cross-ministerial quality of the Action Plan creation will become very visible at this stage, as ministries need to take part in the Working Groups relating to them.

Outputs:

- Working groups established

Time frame: Month 5

11. The Working Groups work for 3 months on one section of the prioritised list of objectives developing specific activities to address the agreed objectives and budgets for these activities.

The responsibility of the Working Groups is to develop suggestions of activities enabling the achievements of the objectives the working group is responsible for. Each working group will indicate the costs of their proposed activities and give it for assessment to the Finance and Fundraising Group so that each activity will be accurately budgeted and have an assessment of how realistic they are. Each working group will need to prioritise the activities they propose based on the indications given by Finance and Fundraising Group. On the request of the Working Groups, external advice from experts could be made

available. The Working Groups will deliver a list of prioritised activities to the Steering Committee.

This is also a time when PRONI will take on a bigger workload coordinating and facilitating external expertise and advice, when requested to do so. The Finance and Fundraising Group has a crucial role to play in making accurate assessments of the cost of the activities. Its workload will be great and the group will probably have to consult with external advisors. To ensure that the final Youth Action Plan has realistic chances to be implemented, the Finance and Fundraising Group will have to devote time to lobbying for funds among international donors but more importantly from the national budget. It is necessary to ensure that youth issues are on the political agenda so that sufficient budgetary resources are set aside for this.

Outputs:

- Completed sections of final draft National Youth Action Plan including activities and budgets submitted to Steering Committee.

Time frame: Months 5-7

12. The Steering Committee will compile the work of the Working Groups and produce a draft National Youth Action Plan.

The steering committee draws together the results of the Working Groups and pieces it together to form the draft National Youth Action Plan. This is then submitted to Finance and Fundraising Group for an overall assessment of the budget. Finance and Fundraising Group will also confirm with the Government exact available funds for implementation of the National Youth Action Plan and to then confirm with the donor community for extra funds. The Finance and Fundraising Group feeds back to the steering committee for finalization of the draft of the National Youth Action Plan. This role of the Finance and Fundraising Group is very important for National Youth Action Plan to be realistic and achievable.

Outputs:

- First draft National Youth Action Plan complete with realistic budget

Time frame: Month 8

13. A second round of consultations with stakeholders on the Draft National Youth Action Plan is held

This second round of consultations is carried out in a similar way to the first round, following the strategy developed, held by a pool of trained facilitators, and coordinated by the Steering Committee. This step is necessary in order to make the process truly transparent and inclusive, to benefit from different views,

and to build a sense of ownership and inclusion amongst the wider youth sector. Since this round of consultations focus on activities the target group will focus slightly more on implementers of the final National Youth Action Plan.

Outputs:

- Themed consultation meetings held with all relevant stakeholders

Time frame: Months 9-10

14. Steering Committee collects the feedback from consultations and incorporates it into draft National Youth Action Plan.

The Steering Committee meets again to incorporate feedback into the second draft National Youth Action Plan. This ensures that the voices of stakeholders are heard and all relevant feedback is included in the National Youth Action Plan.

Outputs:

- Second draft National Youth Action Plan

Time frame: Month 10

15. The Steering Committee will present the second draft of the National Youth Action Plan to the Stakeholder Group for final approval.

The Steering Committee needs to present the National Youth Action Plan to the Stakeholder group and Stakeholder group need to meet again to approve the final National Youth Action Plan.

Outputs:

- Final National Youth Action Plan ready for adoption in the National Assembly

Time frame: Month 10

16. The National Assembly adopts the final version and launch the National Youth Action Plan.

Relevant Ministry submits the National Youth Action Plan to Government and later to National Assembly for adoption. This is the final stamp of the governmental ownership and a precondition for the documents sustainability and implementability.

Outputs:

- National Youth Action Plan adopted and implementation begins

Time frame: Month 11

Steering Committee

Terms of Reference – National Coordinator

- Roles:**
- Overall coordinator of NYAP development process
 - Steering committee chair
 - PRONI liaison
- Responsibilities/
tasks:**
- To organise Steering Committee meetings
 - To chair Steering Committee meetings
 - To coordinate the work of the Steering Committee
 - To ensure follow up of Steering Committee's work
 - To write and circulate minutes from Steering Committee meetings
 - To liaise with other Government ministries throughout the process
 - To monitor and evaluate Action Plan development process
 - Represent the process to other actors (media, stakeholders, etc)
 - Update PRONI advisors on developments in NYAP development process
 - Provide regular financial reports to PRONI
- Communication
/Relations:**
- Circulates Steering Committee meeting invitations and minutes to relevant people
 - Coordinates all communication with PRONI
 - Coordinates with other process groups
- Authorities:**
- To decide on frequency and structure of Steering Committee meetings
 - To represent the process externally
 - To delegate tasks to Steering Committee members
 - Authorise any financial payments made in the NYAP development process

Terms of Reference – PRONI Advisor

- Roles:**
- Advisor to National Coordinator
 - Advisor to Steering Committee
 - Advisor to Finance and Fundraising Group
- Tasks:**
- To provide advice and feedback to Steering Committee
 - To provide advice and feedback to Finance and Fundraising Group

- To support National Coordinator where appropriate and upon request
- To assist Finance and Fundraising Group in liaising with international donors
- To assist National Coordinator and Steering Committee in coordinating with other actors
- To coordinate utilisation of international experts upon request from Steering Committee
- To monitor and evaluate Action Plan development process
- Work with National Coordinator and Steering Committee on best practice in policy development

Communication /Relations:

- Coordinates with National Coordinator
- Sits on Steering Committee meetings as a non-voting advisor
- Sits on Finance and Fundraising Group meetings as a non-voting advisor

Authorities:

- To provide advice and feedback where relevant
- To coordinate with other actors where relevant

Terms of Reference – Steering Committee

Purpose:

- To facilitate and oversee NYAP development process

Aims:

- Efficient and effective communication and coordination between process bodies
- Efficient and effective consultation process
- Coherent process carried out according to plan

Tasks:

- To finalise Terms of Reference for groups within NYAP development process
- To appoint Stakeholder group
- To appoint Finance and fundraising working group
- To develop communication strategy/structure for the process
- To develop consultation strategy
- To organise and coordinate ODS
- To implement and coordinate consultation strategy
- To compile final draft NYAP
- To lobby decision makers on NYAP
- To monitor and evaluate Action Plan development process

Membership:

- National coordinator
- 6 – 10 people
- PRONI Advisor (observer)

- Communication /reporting:**
- Minutes of meetings taken and circulated according to communication strategy
 - Requests for expertise and help received from other groups within process

- Authorities:**
- To decide on process development
 - To decide on process timing
 - To decide on members of Stakeholder group
 - To decide on working group topics
 - To decide upon overall frame work of NYAP
 - To make small amendments and changes in drafting process to ensure cohesion and implementability of the final NYAP
 - To recommend members of Working Group
 - To select Working Group Coordinators according to agreed criteria

- Decision making mechanism:**
- Consensus as far as possible then majority voting?
- Meetings:**
- Monthly throughout process

Selection Criteria - Steering Committee members

Requirements

- General:**
- Ability to dedicate minimum 8 hours per month to take part in meetings and tasks relating to the work of the group
 - Ability to partake in decision making process of NYAP development process
 - Individuals NOT representatives

- Knowledge:**
- Contacts within youth sector/ media/ government/ political in country
 - Consultation process
 - Understanding of minority issues

- Skills:**
- Good communication skills
 - Negotiation skills
 - Advocacy skills
 - Ability to gain overview
 - Process planning skills
 - Ability to prioritise

- Experience:**
- At least one of the following:
- Youth sector
 - policy development

- policy implementation
- Advocacy
- government – civil society cooperation

Attitudes:

- Commitment to attend meetings throughout whole process
- Cooperative - Willing to work for benefit of whole youth sector, not just their specific interests
- Openness to discussion
- Positive

This group needs to be balanced and diverse and therefore not a group of people who all know each other and cannot represent diversity of youth sector. There should also be a balance between qualities such as experience, enthusiasm and reputation. Efforts should be made to include minorities and that all areas of the country are represented.

Finance and Fundraising Group

Terms of Reference – Finance and Fundraising Group

- Purpose:**
- To ensure the final NYAP can be implemented
- Aims:**
- Coordinate financial and fundraising element of NYAP development process
 - Ensure realistic budget for overall NYAP and specific projects
- Tasks:**
- To establish relations with international donors and research possible funding for sections of the NYAP
 - To research possible funding for sections of the NYAP within existing government budget lines
 - To assess project budgets from working groups
 - To lobby for funds for NYAP within Government budget
 - To lobby for funds for NYAP from international donors
 - To develop overall budget for NYAP
- Membership:**
- National coordinator
 - Representatives from donor community and Government finance ministry
 - PRONI advisor (observer)
 - Up to 6 people in total
- Communication /reporting:**
- Results of meetings given to Steering committee
 - Project proposals and budgets received from working group coordinators and replies given to working group coordinators and steering committee
- Authorities:**
- To recommend projects for funding
 - To give recommendations on activities to be included in NYAP
- Decision making mechanism:**
- Consensus as far as possible then majority voting
- Meetings:**
- Monthly during months 1- 7 and 13 - 18
 - More frequently during months 8 - 12

Selection Criteria – Finance and Fundraising Group members

Requirements

- General:**
- Ability to dedicate minimum 6 hours per month in months 1- 7 and 13 – 18 to take part in meetings and tasks relating to the work of the group.
 - Ability to dedicate minimum 4 hours per week in months 8 – 12 to take part in meetings and tasks relating to the work of the group.
 - Ability to partake in decision making process of NYAP development process
- Knowledge:**
- Project budgeting
 - Government finances
 - Fundraising
- Skills:**
- Budgeting skills
 - Good communication skills
 - Negotiation skills
 - Advocacy skills
 - Ability to gain overview
 - Ability to work to deadlines
 - Ability to prioritise
- Experience:**
- At least one of the following:
- Government finance and accounting
 - Fundraising
 - Project management and budgeting
- Attitudes:**
- Commitment to attend meetings throughout whole process
 - Detail oriented
 - Cooperative
 - Openness to discussion
 - Positive

Stakeholder Group

Terms of Reference – Stakeholder Group

- Purpose:**
- To provide main input NYAP
- Aims:**
- Develop and finalise objectives of NYAP
 - Representative decision making on NYAP
 - Dialogue between service providers/beneficiaries, Government/civil society and all interested groups
- Tasks:**
- To undergo Objective Development Seminar
 - To develop objectives of NYAP
 - To take part in consultation process where possible
 - To prioritise objectives based on results of 1st consultations
 - To take part in working groups where possible
 - To discuss and approve final NYAP
- Membership:**
- Broad selection of stakeholders in youth issues (including minority groups)
 - National coordinator (observer)
 - 25 – 30 people in total
- Communication /reporting:**
- Results of meetings given to Steering committee for consultation
- Authorities:**
- To develop first objectives of NYAP
 - To prioritise objectives of NYAP
 - To approve final NYAP
- Decision making mechanism:**
- Consensus
- Meetings:**
- 3 days in month 3 for Objective Development Seminar
 - 1 day in month 5 for prioritisation of consultation results
 - 1 day in month 12 to discuss and approve final NYAP

Selection Criteria – Stakeholder Group members

Requirements

- General**
- Able to dedicate 7 days throughout process
 - Able to partake in decision making process of NYAP

- development process
- Ability to represent interest group linked to youth sector
- Respected within their fields

Knowledge

- Understanding of issues facing youth
- Deep understanding of specific stakeholder group

Skills

- Good communication skills
- Negotiation skills
- Advocacy skills
- Ability to prioritise

Experience

- Some experience of youth sector
- Significant experience relating to interest group

Attitudes

- Commitment to attend meetings throughout whole process
- Cooperative
- Openness to discussion
- Positive

Working Groups

(To be made specific for each individual working group)

Terms of Reference – Working Group Coordinator

- Roles:**
- Coordinate development of a section of final NYAP
 - Working Group chair
- Tasks:**
- To chair Steering Committee meetings
 - To arrange Working Group meeting
 - To invite relevant stakeholders, experts and resource persons to Working Group meetings
 - To write and circulate minutes for Working Group meetings
 - To liaise with Finance and Fundraising Group throughout the process
 - To work for 3 months on one specific section of the NYAP
 - To compile final outputs of working group
 - To monitor and evaluate Action Plan development process
- Communication /Relations:**
- Coordinates with other Steering Committee members
 - Minutes of meetings taken and circulated to Steering Committee and other Working Group coordinators
 - Activity budgets sent to Finance and Fundraising Group
- Authorities:**
- To decide on frequency and structure of meetings
 - To request expert help for Working Group

Terms of Reference – Working Group

- Purpose:**
- To develop an in-depth action plan for a section of final NYAP
- Aims:**
- Dialogue between service providers/beneficiaries, Government/civil society and all interested groups
 - Expertise integrated into NYAP development process
- Tasks:**
- To work for 3 months on one specific section of the NYAP
 - Develop specific activities to address the objectives agreed
 - To develop budgets for activities proposed

- To finalise the NYAP approach to the specific area mandated
 - Identify areas for further research or expert input
- Membership:**
- 1 coordinator
 - as many as are interested
- Communication /reporting:**
- Minutes of meetings taken and circulated to Steering Committee and other Working Group coordinators
 - Activity budgets sent to finance and fundraising group
- Authorities:**
- To decide on frequency and structure of meetings
 - To decide on priorities of projects (following feedback from consultations and Finance and Fundraising Group)
 - To decide upon type/content/structure of projects
- Decision making mechanism:**
- Consensus
- Meetings:**
- Weekly throughout mandate

Selection Criteria – Working Group

Requirements

- General**
- Able to dedicate 4 hours per week throughout working group’s mandate to take part in meetings and tasks relating to the work of the group
 - Able to partake in decision making process of working group
- Knowledge**
- Understanding of issues within specific sector
 - Deep understanding of specific issues
- Skills**
- Project planning, design and assessment
 - Budgeting skills
 - Good communication skills
 - Negotiation skills
 - Advocacy skills
 - Ability to prioritise
- Experience**
- Youth sector
 - Specific sector
- Attitudes**
- Commitment to attend meetings throughout working groups’ mandate
 - Passion for specific issue
 - Cooperative

- Openness to discussion
- Positive

A broad selection of interests in the working groups' specific issue should be represented. This means both implementers and beneficiaries should be included as well as relevant representatives from political parties. There is also a case for allowing all who are interested to attend these meetings to allow true participation in decision making by stakeholders.

Objective Development Seminar

Introduction

The Objective Development Seminar is a 2-3 day intense seminar aimed at creating the first inputs to the NYAP development process. The seminar uses elements of Logical Framework Approach (LFA) methodology also known as Objective Oriented Project Planning (OOPP). This methodology was originally developed as a tool for analysis and project creation for USAID in the late 1960s. Today, it is widely used as a planning methodology in many larger donor organisations and government institutions. The methodology is objective oriented, target group oriented and participatory.

The Objective Development Seminar uses the first parts of this longer process of OOPP as its frame work. The longer process involves 3 distinct phases:

1. Preparatory phase
2. Analysis phase
3. Formulation phase

The Objective Development Seminar concentrates on purely the analysis phase, as preparation is done by the Steering Committee and project formulation is taken on by the working groups. The Objective Development Seminar will consist of three elements:

1. Problem analysis
2. Objective analysis
3. Analysis of strategy

Going through these three stages, the group first develops an overview of the problems facing youth, then possibilities for solving them, before finally examining the different areas and priorities for acting on these. The results of the Objective Development Seminar will be used as the basis for the first round of consultations.

What follows is a detailed description of steps of OOPP which will be undertaken on the Objective Development Seminar. This excerpt comes from a training pack on Objective Oriented Project Planning developed by MDF Training and Consulting BV (www.mdf.nl).

Analysis Phase

In this paragraph the following three stages in the analysis process in the OOPP method will be discussed:

- the analysis of problems related to the subject (the image of reality);
- the analysis of objectives (the image of a future, improved situation);
- The analysis of strategies (the comparison of different chains of objective).

There are several complementary methods to analyse a situation:

- expert studies giving answers to questions as experts conceive them;
- interviews with representatives of concerned groups and organisations providing perceptions as existing within that particular group or organisation;
- a meeting, in which representatives of all parties concerned, including experts, discuss the same questions in a participatory way, often leading to an analysis, which is shared by all (e.g. Participatory Rural Appraisal).

These methods, when applied complementary, will result in an 'image of reality', enabling the formulation of projects that comprise objectives that have been accepted and supported by all parties concerned. Information collected through these methods can be used as input for an OOPP workshop.

Problem analysis

The problem analysis is of major importance with regard to project planning, since it strongly influences the design of a possible intervention(s). It is the basis and the justification for the project design. The problem analysis includes:

- verification of the subject of analysis;
- identification of problems related to the subject; make and inventory of all problems perceived by all participants in the workshop;
- establishment of a cause-effect hierarchy between the problems;
- Visualisation of the cause-effect relations in a diagram.

It is important that all participants get the chance to express the problems they experience. After discussion and clarification by the 'problem owner' all problems should be respected.

In the demonstration case the following (randomly presented) problems are given.

Demonstration case – problem inventory

Subject of the workshop is food security, the possible problems mentioned in relation to this subject are:

- Food production on hills decreasing
- Ethnic clashes in neighbouring districts
- Food shortages
- High incidence of malnutrition
- Canals are blocked
- Rice production in low lands decreasing
- Poor maintenance of irrigation facilities
- Dikes are degraded
- Soil fertility on hill slopes is decreasing
- Soil erosion on hill slopes
- Irregular supply of inputs for rice production
- High immigration rates
- Irrigation water does not reach fields in desired quantity

Do's and Don'ts in formulation of problems

Don'ts:

No big balloons or big vague concepts, e.g. no infrastructure

No absent solutions (danger: you block alternatives), e.g. we have a lack of money and thus children don't go to school

No non-existing problems, e.g. no existence of NGOs (in former dictatorial countries possibly a problem in the past)

No formulation of interpretations, e.g. the government is lazy

And further: explain abbreviations and jargon

Do's:

but Be precise, e.g. there is no paved road from Chittoor to Mahabubnagar

but Instead, the problem is: school fees are not affordable

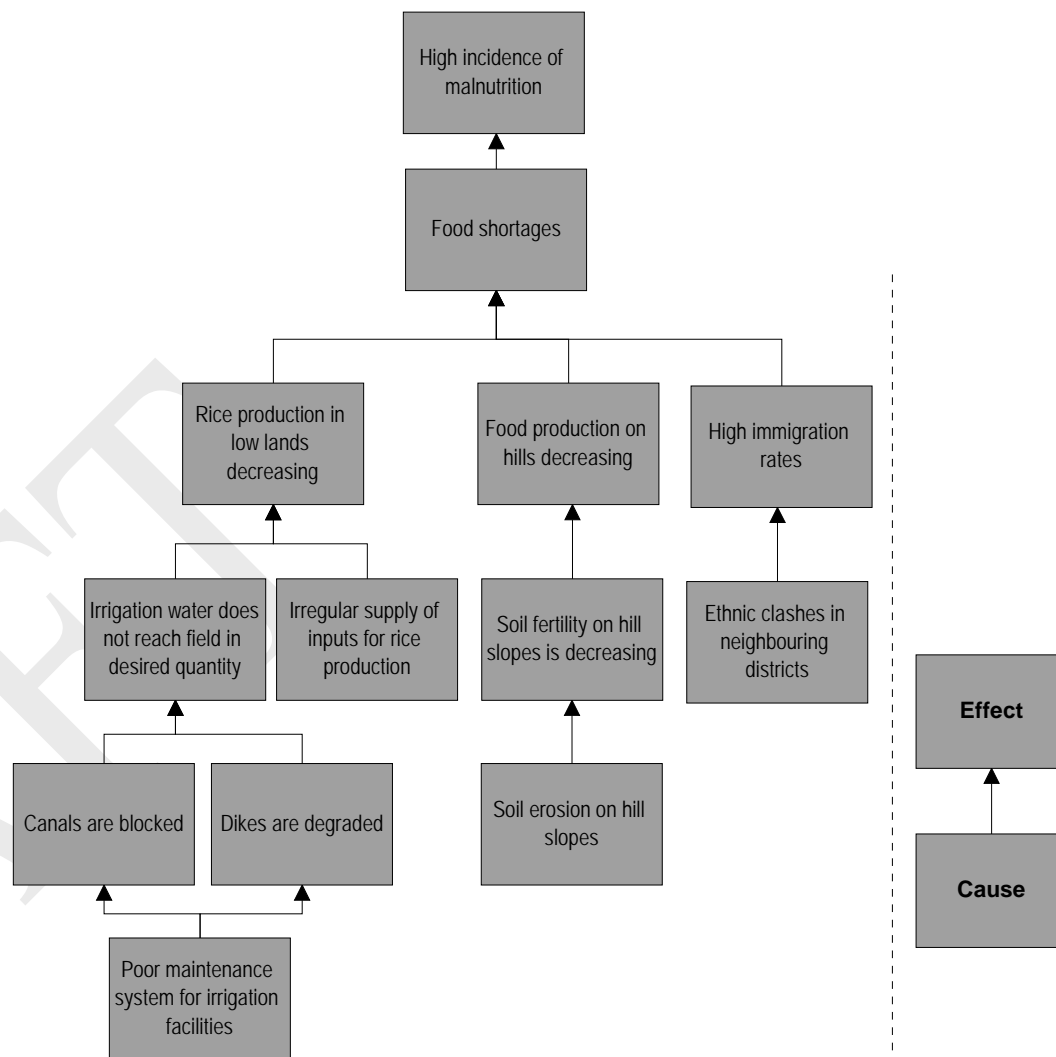
but The problem now is that there is no knowledge on how to run an NGO

but The government does not issue licenses

It is important to determine whether the different groups of people perceive the problem in the same way; if not the problem should be reformulated or split. For example, if the problem mentioned is 'our family income is not sufficient', for a woman it could mean that she cannot buy vegetables and meat, whereas for the man in the family this could mean that he is not satisfied about the yields.

After a common understanding of all problems is reached, the analysis is presented in the form of a diagram, or a problem tree. A problem is never an isolated negative perceived situation, but relates to other problems. In the problem tree the relations and hierarchy among all identified problems is expressed. Each stated problem is preceded by the problem(s) which cause(s) it, and followed by the problem it causes itself. For example: the rice production in the low lands is decreasing due to the irrigation water not reaching the fields and due to the fact that there is an irregular supply of inputs for rice production. The problem of a decreasing rice production itself contributes to the problem of food shortages.

Demonstration case: diagram of problems



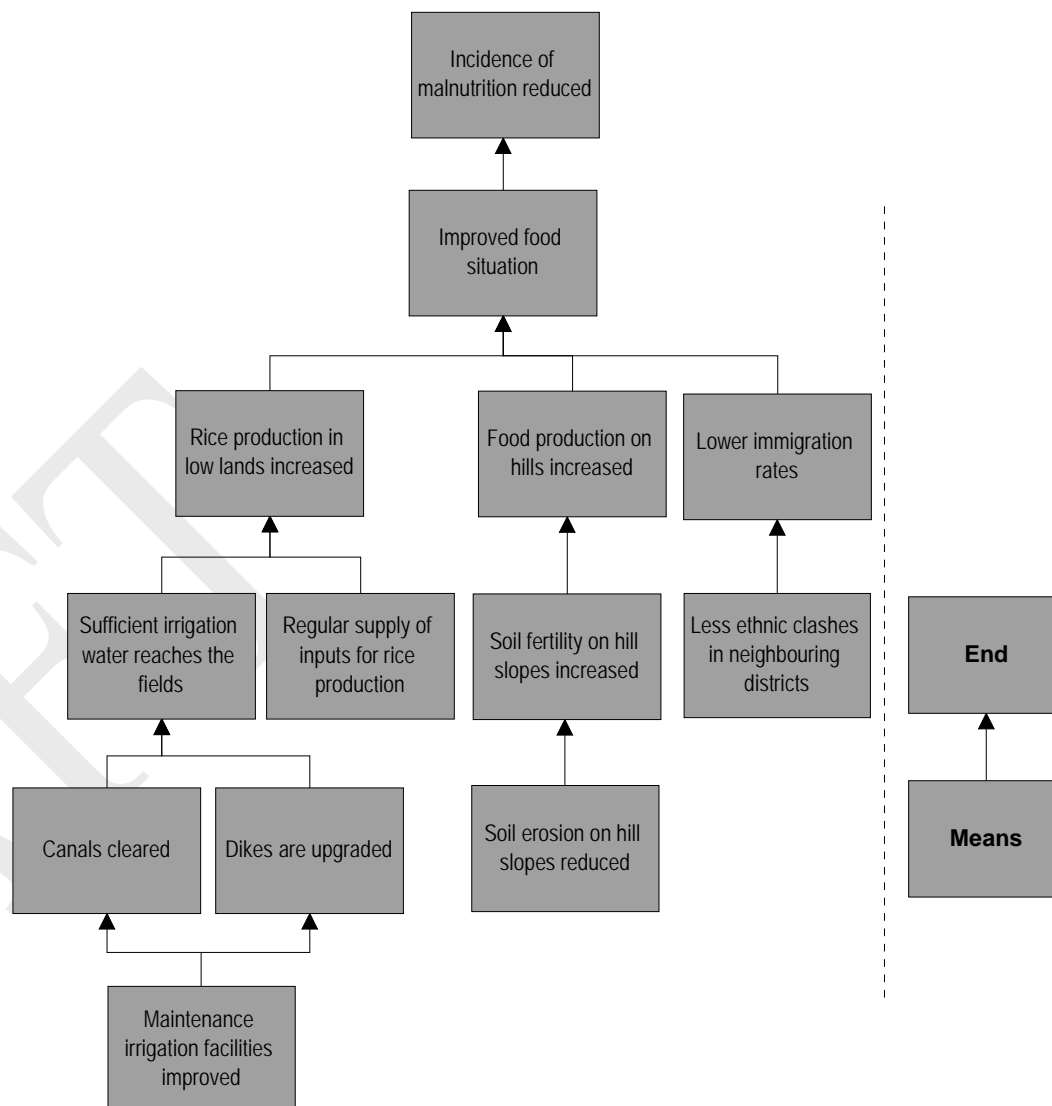
Objectives analysis

After the problem analysis follows the analysis of objectives. This analysis includes:

- the translation of the negative situations in the problem tree into a realised positive state (the objectives) for example, 'low rice production' is converted into 'improved rice production';
- verification of the hierarchy of objectives;
- Visualisation of means-end relationships in a diagram.

Also in this step it is of importance that all stakeholders are involved. While transforming problems into objectives and verifying the hierarchy, discussion and feedback on the objectives is done. This helps building consensus amongst the stakeholders. It might also be necessary to reformulate some of the problems.

Demonstration case: Diagram of objectives



This diagram, or objective tree, provides a general and clear view on the desired positive future situation.

It is possible that problems are identified of which it is completely unrealistic to formulate an objective. E.g. it is not possible to transform 'heavy rainfall during rainy season' into 'no heavy rainfall during rainy season', in the first instance the problem will be maintained. At a later stage when the project planning is done, one can think of measures to cope with the heavy rainfall, like proper drainage system or dikes to protect. Important to realise is that while transforming problems into objectives one should remain realistic (is it feasible?).

Next, often the objective tree shows many objectives that cannot all be reached at once. Therefore, choices will have to be made. Certain objectives seem unrealistic, too ambitious or not feasible within the context of a possible intervention, so that other solutions need to be generated for the problem concerned. However at this stage of the planning these choices are not yet made. Still all possible ways (objectives) to achieve the desired future situation are considered.

Analysis of strategy

After having formulated the desired future situation the selection of possible interventions starts. To analyse the strategies for implementation the following steps are taken:

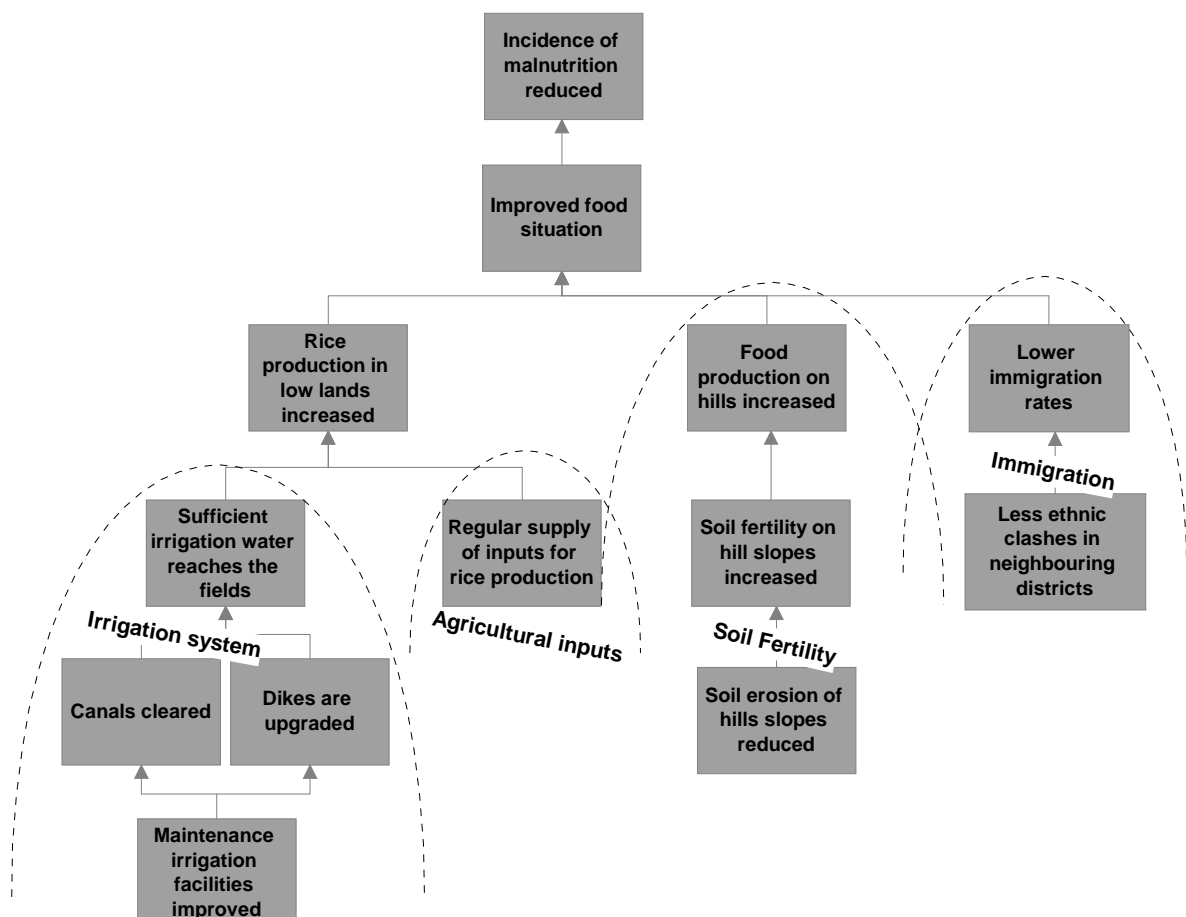
- identification of the different possible groups of objectives contributing to a higher objective (clustering);
- Choice of a strategy for the intervention, choosing the scope of the project (scoping).

In the process of clustering and scoping it is important to realise that the aim is to contribute the maximum possible to an overall objective, keeping in mind the priorities of the beneficiaries, and the limitations and possibilities of the implementing organisation.

In the diagram of objectives, the different objectives sharing the same nature can be considered to be clusters. The clustering should be based on common sense and should be of practical value in the planning stage. The clusters should be neither too broadly nor too narrowly defined. It concerns the identification and selection of potential alternative strategies towards realising all or some of the objectives. Clusters are made based on similarity of possible future activities, region or required expertise.

In the demonstration case these clusters are irrigation system, agricultural inputs, soil fertility and immigration. For each of these clusters a different type of expertise is needed.

Demonstration case: Clustering



Out of the clusters, one (and often more) will be chosen and used as the strategy to achieve a future desired situation: the aims of the intervention. This is called scoping, or choosing a strategy. Based on a number of criteria, the most relevant and feasible strategy is selected. Unrealistic objectives should be excluded and objectives that certainly should be included should be prioritised. The criteria have to be chosen and agreed upon by all stakeholders. Examples of possible criteria:

- priorities of beneficiaries
- expertise and experience of implementing organisation
- duration of implementation
- urgency
- contribution to overall objectives
- inter-linkages between clusters
- positive/negative side-effects
- sustainability
- fit with mandate of implementing organisation
- donor policy
- fit with mandate of government authorities, sectoral policies
- contributions of different stakeholders
- available human resources, institutions
- available budget
- shift in power relations
- gender and social diversity aspects
- likelihood of success

Demonstration case: Scoping

Using different criteria in selecting one or more clusters the following decisions were taken:

- Irrigation system: the beneficiaries indicate that this is a cluster that requires urgent intervention. Working on irrigation issues suits the policy of both the local government and the implementing agency. Besides the implementing organisation has a vast experience in similar projects.
- Agricultural inputs: in the workshop it was indicated that the suppliers of agricultural inputs intend to have a more regular supply, especially when the farmers are willing to pay a little more. When there will be sufficient water, the production will increase and thus the farmers will have more income to invest in agricultural inputs.
- Soil fertility: working on soil fertility issues requires a special expertise and it is known that the local government and the agricultural university run a successful project on soil fertility management.
- Immigration: this is probably the most sensitive and difficult cluster to deal with. The beneficiaries and the implementing organisation do not see any chance for them to try and work on this issue. It is typically a task for the politicians and the government. Therefore this is not taken up in the implementation of the new project. It's simply not feasible.

Conclusion: the project will focus on the irrigation system cluster.

All stakeholders should participate in the scoping. This way, their commitment can be obtained and, very important, their understanding for the choices made.

With the analysis of strategies the identification phase (Part I.) comes to a conclusion and is followed by the formulation phase (Part II.). It is possible to organise a stage between these two phases. The stakeholders return to their communities and seek feedback on the results of the identification phase. They assess the relevance of the prioritised problem/objective areas with a larger cross-section of their community or partners, before returning for the planning phase.

The next steps

As proposed in the final paragraph, the final output of this seminar with grouped objectives with a preliminary prioritisation will form the basis of the first round of consultations. Here feedback should be given on the objectives and their prioritisation. This, after further revision by the Stakeholder Group, will provide the basis of the work of the Working Groups

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